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ABSTRACT

The purpose of this national policy conference was to discuss key issues and policy options in the care and education of young children, and to identify policy recommendations. At the conference, 116 speakers shared their expertise with each other and an additional 300 participants from 38 states. Speakers and participants represented a broad range of views on trends and issues in early childhood education. Plenary sessions featured debates about the role of government in supporting families, the extent of need for child care, the upcoming legislative agenda, and the costs and benefits of early childhood programs for disadvantaged children. Conferees addressed issues such as continuity, comprehensiveness, quality variations in child care and education, infant care, early childhood curricula, testing of young children, staffing, the role of the public schools in providing child care and early childhood education, and parental involvement in early childhood programs. Policy options such as tax credits, parental leave, regulation of child care, and welfare reform programs were also considered. The text focuses on deliberations in the plenary and concurrent sessions. Appendix A describes programs featured in showcase sessions, and Appendix B includes a list of plenary and concurrent sessions. (RH)

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PROCEEDINGS
OF THE

NATIONAL CONFERENCE ON EARLY CHILDHOOD ISSUES: POLICY OPTIONS IN SUPPORT OF CHILDREN AND FAMILIES

sponsored by the

November 17-18, 1988

PS 017385

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PROCEEDINGS

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NATIONAL CONFERENCE ON
EARLY CHILDHOOD ISSUES

Sponsored by the

U.S. DEPARTMENT OF EDUCATION

Washington, D.C.

November 17 - 18, 1988

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EXECUTIVE SUMMARY

The U.S. Department of Education convened a national policy conference on early childhood issues, titled "Policy Options in Support of Children and Families," on November 17 and 18, 1988, in Washington, D.C. The purposes of the conference were to discuss key issues and policy options in the care and education of young children and to identify policy recommendations.

At the conference, 116 speakers shared their expertise with one another and with an additional 300 participants from 38 States. Speakers and conference participants represented a broad range of views on current trends and issues in early childhood education. Participants included policymakers, parents, researchers, early childhood practitioners, administrators, teachers, university professors, and State executives and legislators. Funding for the conference was provided by the U.S. Department of Education, in response to a request from Senator Lawton Chiles (D-Fla.) that the Department devote attention to early intervention.

Delaware Governor Michael N. Castle delivered the first-day keynote address. The second-day keynote address was presented by Harvard University Professor Howard Gardner.

Plenary sessions featured debates about the role of government in supporting families, the extent of need for child care, the upcoming legislative agenda, and the costs and benefits of early childhood programs for disadvantaged children. In addition to the plenary sessions, the conference consisted of 24 concurrent sessions and 14 showcase sessions.

Conference topics were wide-ranging. The conferees addressed issues such as continuity, comprehensiveness, and quality variations in child care and education, as well as policy options such as tax credits, parental leave, regulation of child care, and welfare reform programs. Other critical issues discussed were infant care, early childhood curricula, testing of young children, staffing, the role of the public schools in providing child care and early childhood education, and parental involvement in early childhood programs.

The sessions presented ongoing research and a variety of perspectives on early childhood topics that are vital to the well-being of young children and their families. The discussions reinforced the notion that these issues are complex and made it clear that reaching solutions will not be a simple task. In fact, the forging of effective policies must be based on collaborative arrangements between agencies and institutions at all levels of government and between the public and private sectors.

Participants stressed the need to redefine early childhood issues in a way that reflects the influence of changing demographics and other factors. Willingness to recognize the diverse, multicultural, and individually unique needs of America's families is essential to the crafting of any policy for young children.

Participants described successful programs as those that reflect current knowledge of child development. Successful programs also demonstrate collaborative efforts between State and local agencies as well as with other institutions, actively involve parents, and are sufficiently flexible to meet the needs of individual families and children. Several recurring themes emerged from the sessions, including the following needs:

- Developing linkages among programs and delivery systems;
- Building on existing programs and proven strategies;
- Focusing on families most in need of help;
- Responding to children's individual differences;
- Respecting parental choice;
- Ensuring equity for all parents and quality care and education for all children;
- Improving training for teachers and caregivers; and
- Improving staffing conditions.

It became clear from the discussions that only if people from many different sectors of society are willing to work together, and only if a mixed delivery system is used, will we be able to deal adequately with the complex issues of early education and care.

The text that follows focuses on deliberations in the plenary and concurrent sessions. Appendix A describes the programs featured in showcase sessions. Appendix B includes a list of plenary and concurrent sessions.

SUMMARY OF PLENARY SESSIONS

OPENING SESSION

WELCOME AND OVERVIEW

Linus Wright

THE IMPORTANCE OF THE EARLY YEARS

Michael N. Castle

Under Secretary of Education, Linus Wright welcomed the audience and encouraged vigorous debate during the 2-day conference. He emphasized the complexity of the issues and encouraged participants to keep in mind that children were the focus of the conference. He stressed the uniqueness of every child and every family and the difficulties inherent in legislating solutions that meet the needs of everyone. Parents are their children's first teachers and have the greatest influence over their children, he said. He encouraged diverse and flexible approaches to the issues affecting young children and their families.

Delaware Governor Michael Castle presented the keynote address on "The Importance of the Early Years." He spoke about government responsibility and the philosophy of government as a catalyst to encourage individuals, organizations, businesses, and institutions to work together on behalf of America's families. He emphasized the importance of policies that address the continuing needs of children throughout their development and that include education as well as other human services. He cited examples of failed policies that neglect to follow through with children, resulting in high dropout rates, teen pregnancy, and lost academic skills. We should, he said, use the family as a model for our approach to human problems; families support the diverse and complex needs of members throughout their development by combining love and discipline, play and work. He recommended that programs for young children be comprehensive and coordinated. In his closing remarks, he described an openness at the national and State levels that he predicted will facilitate progress in reaching broad national goals.

PLENARY SESSIONS
CHILDREN AND PUBLIC POLICY

Presenters: Charles E.M. Kolb, Robert Rector, W. Norton Grubb

Charles E.M. Kolb, Acting Deputy Under Secretary for the Office of Planning, Budget and Evaluation, U.S. Department of Education, introduced the plenary session on public policy at which two policy analysts presented their widely diverging views on early childhood policy options.

The first speaker, Robert Rector, emphasized the importance of parental choice, arguing that giving parents money for child care needs would allow them to exercise their preferences. He mentioned that policymakers must decide whether programs should support only employed mothers or also those who stay at home, child care centers or other less formal child care, parents or bureaucracies, the middle class or the working poor. He discussed the effects of out-of-home care on children's development and pointed to findings that have shown negative effects.

Rector also discussed what he called myths about the reasons why mothers choose to enter the labor force or remain at home with their children, the reasons both parents in two-earner families work, and the availability of child care. He emphasized that traditional families are making economic sacrifices. He also said that the supply of child care is adequate, but that perceived shortages represent an "aspiration gap" on the part of parents who are unable to purchase the quality of care that they seek.

Rector suggested that overtaxation is a major problem facing families; he contrasted the income tax rate of 2 percent for a family of four in 1950 with the current tax rate of approximately 23 percent for a family of the same size. He proposed a general tax reduction for families with children, to allow them to decide how best to spend their money. For poor families, Rector recommended cash supplements.

Norton Grubb said that despite the public pro-child rhetoric, the United States is not doing well by its children, as evidenced by increased poverty, homelessness, school dropout rates, and the "new illiteracy." He attributed these problems largely to the high rates of inflation during the 1970s and cuts in social programs during the Reagan years.

Grubb argued that the United States should return to a moral view in which policy is based on what is good for children rather

than adhering to a policy based on long-range benefits and costs to society. In discussing specific policy options, Grubb criticized tax credit proposals on the grounds that credits are difficult to monitor and are not fiscally prudent. He favors voucher mechanisms administered by the States which, he said, can be targeted more clearly to low-income families.

For the future, Grubb recommended reversing the damaging trends of the past by improving children's institutions and recognizing the limitations of the welfare state. He advocated positive supports for children's rights, such as enforcing parental child support laws, and providing allowances to children, which they would pay back when they became employed adults. In sum, Grubb advocated a child-centered rather than crisis-oriented children's policy, which puts first the interests of children.

THE LEGISLATIVE DEBATE

Presenters: Carol Behrer, Amanda Broun, Steven Hofman, Michael Hoon, Damian Thorman

Moderator: Judith Miller Jones

The legislative debate featured five congressional staff members from the Senate and House of Representatives, representing a broad range of views on child care and education. Each staff member had been active in framing legislative proposals and positions during the 100th Congress. Although there was general agreement that child care and education would be a priority for the new Congress, staff members disagreed sharply over the Federal role, the most appropriate delivery system, the relationship between regulations and quality of care, and the extent to which the Government could afford to expand assistance.

In response to a question from moderator Judith Miller Jones about the impetus for the public concern, staff members said that the current debate was responding to the needs both of families and of children. Amanda Broun spoke about the broader social agenda, particularly the need to move mothers on welfare from dependence to independence, in part by providing child care. She described the contributions that the proposed Smart Start preschool program could make to education. Steve Hofman expressed concern that, despite the high level of interest, differing views over how best to address the child care issue may block the passage of any legislation. Damian Thorman advocated a comprehensive, incremental approach that would combine several different types of legislation, such as tax credits for parents and aid to child care providers.

Panel members differed on the extent to which they believed tax credits would support family choices. Broun felt that, given the costs of child care, a $1,000 tax credit by itself would not give parents a choice, but Behrer took issue with the child care cost figures Broun cited. Hofman said that money should go to parents, not schools. Hoon added that under the Republican proposal, the tax credit would be refundable for low-income parents.

Strong differences also emerged over the issue of regulations for child care, particularly the Federal role. Hoon argued that regulation was the province of State government and that one advantage of the tax credit approach was the absence of Federal regulations. Thorman, on the other hand, described Federal regulations as vital to establish a minimum level of safety for young children. He said that under the Act for Better

Child Care (ABC) proposal, enforcement of Federal standards would be left to the States. Hofman stated that the standards required in the ABC bill could double the costs of child care.

At the conclusion of the debate, staff members discussed the budgetary implications of child care proposals. Hoon outlined the budget problems facing the next Congress and expressed his concern over finding ways to fund any of the proposals. Broun described short- and long-term savings that good-quality programs can provide, including a Census Bureau report that 1.5 million persons now on welfare would seek work if child care were available. Hofman suggested that savings could be made by phasing out the dependent tax credit for persons earning over $70,000 a year. He also pointed out that the Federal government at present spends $7 billion a year on child care.

PROGRAMS FOR DISADVANTAGED CHILDREN: COSTS, BENEFITS AND OUTCOMES

Presenters: Larry Schweinhart, Alice Honig, Craig Ramey, Steven Barnett

Moderator: John Burkett

In introducing this plenary session, John Burkett emphasized the importance of building on knowledge about assistance to disadvantaged families and their children developed over the past three decades. This session was intended, he explained, to present the most recent evidence from three longitudinal studies of the effects of programs for disadvantaged children and their families and to use an economic analysis to examine the results.

Larry Schweinhart presented the results of the Perry Preschool Project, located in Ypsilanti, Michigan, which took 123 low-income, black children, who were ages 3 and 4 between 1962 and 1965, and assigned them to experimental and control groups. The experimental program featured a child development curriculum, child-initiated activities, high adult-to-child ratios, weekly home visits and other parental involvement, and staff development. Program developers have continued to follow these children and are now beginning a new wave of interviews. The results to date have shown consistent benefits for the experimental children in the following areas:

- Fewer special education placements
- Fewer school dropouts
- Higher literacy achievement
- Higher teenage employment
- Less welfare dependency
- Lower delinquency rates.

The major benefits of the program, Schweinhart stated, have been confirmed by other studies: short-term higher IQ scores, fewer special education placements, better high school graduation rates, and less juvenile delinquency. Results not yet confirmed by other studies include more positive attitudes about school, better literacy rate, greater teenage economic success, and economic returns to taxpayers. Benefits have been estimated at a $5.95 return for every dollar invested in the 1-year program and a $3 return for the 2-year program. Schweinhart emphasized the

importance of providing high-quality early childhood programs, particularly for disadvantaged children. He expressed concern over the high turnover rates among staff in most forms of child care, and pointed to low salaries as a major factor.

Alice Honig presented the findings from the Syracuse University Family Development Research Program, which enrolled children between the ages of 6 months and 5 years in a child development program which had a strong emphasis on family support. It included weekly visits with parents and weekly staff training for the home visitors. Children have been followed through age 15. Results show higher IQ scores and better attendance rates for children in the experimental group than those in a matched control group. Girls in the program also showed higher academic performance in grades 7 and 8 and greater emotional stability than did the control group. Honig reported that although these last results did not hold for males in the experimental group, the incidence, severity, and costs of criminal actions were considerably less for males in the experimental group than for the controls. Honig emphasized the importance of providing strong father figures to poor black males, and the importance of planning for developmental transition from preschool to regular school, particularly for the most vulnerable children such as boys from low-income families.

Craig Ramey presented findings from the Abecedarian Project at the University of North Carolina, Chapel Hill. Begun in 1972, the project randomly assigned 111 extremely impoverished families into experimental and control groups, starting services with the last trimester of pregnancy.

The program was designed to determine whether good-quality preschool for children from 6 weeks to 5 years could prevent school failure, and whether a follow-through program for children during the first 3 years of elementary school would contribute to the gains. In order to focus on education effects, the study controlled for nutrition, health care, and family support services. The Abecedarian Project included a preschool program with high staff-to-child ratios, small classes, intensive staff training, and twice-a-month home visits by resource teachers, using a home curriculum that emphasized reading and math skills. The program also operated a summer tutorial reading program. For a subgroup of both experimental and control children, the program also provided a school-age intervention program during the first 3 years of elementary school, with home visits and services for the children and their families.

The study found significant improvement in IQ scores, reading and math achievement, teacher ratings of verbal intelligence, and grade retention for the experimental group.

These differences have persisted over time. The intensity of treatment made a difference, with the greatest gains shown by children in the combined preschool and school-age intervention category. Preschool, however, made the single greatest difference. Particularly striking were the gains in IQ made by children whose mothers' IQs fell within the retarded range. According to Ramey, the study results demonstrate that high-quality preschool education can prevent below-average intellectual performance in high-risk children, especially for children of mothers with below-average mental performance.

Steven Barnett examined preschool as a public investment, posing four cost-benefit questions:

1. Is public preschool education cost-effective?

2. If so, what policy instruments should be used to enact these programs?

3. Where should the money come from?

4. How can we ensure that these programs work?

Barnett commented that there is a presumption that parents, within the limitations of their resources, know best how to invest in early care for their children. This suggests that any public subsidies should go to parents, not to preschools. However, he argued that parents may lack information, skills, and knowledge to make wise investments. He also argued for a public investment on the ground that preschool education for disadvantaged children provides greater economic benefits to society (as in the reduction of crime and welfare costs) than it does to program participants.

Barnett added that of the two longitudinal studies that provide evidence for the enduring effects of preschool, the Perry and the Abecedarian projects, only the Perry Preschool study has been conducted for a long enough time to illustrate the long-term economic returns.

Barnett emphasized that the data only support the thesis that preschools for <u>disadvantaged</u> children are a good public investment. There is little evidence that such programs benefit able-bodied preschoolers from middle- and upper-middle-income families. Furthermore, there is no evidence that programs of lesser quality would produce the same impressive benefits as shown by Perry Preschool and Abecedarian.

In answering the question of who should pay, Barnett argued that the majority of benefits from high-quality preschool

education for the disadvantaged accrue to society at large. For that reason, he stated, the majority of funds should come from the Federal Government, with a State and local match.

Barnett recommended proceeding incrementally and experimentally to determine how the optimal programs should be designed; he also recommended that research and evaluation become integral parts of public school programs.

THEORY OF MULTIPLE INTELLIGENCES IN YOUNG CHILDREN

Presenter: Howard Gardner

Intelligence, Gardner stated, is an ability or set of abilities to solve problems, fashion products, and carry out projects. On the basis of his cognitive research with children and brain-damaged adults, and research into the range of abilities that are valued by different cultures worldwide, Gardner has identified seven types of intelligence: linguistic, logic-mathematical, musical, spatial, body kinesthetic, interpersonal, and intrapersonal.

This theory challenges the convention that intelligence is a unidimensional ability, capable of measurement by a single test. According to Gardner, most people have "jagged cognitive profiles," that is, greater strengths in some types of abilities and less in others. He described the mind as comprising a set of content-specific devices that cannot transfer information from one device to another.

To determine whether children's multiple intelligences are differentiated at ages 3 and 4, Gardner designed Project Spectrum. Believing that curriculum and assessment are interdependent, Gardner and his colleagues created an environment for young children that stimulates use of their multiple intelligences through games and other "child-friendly" materials. Through unobtrusive observation and other assessment measures over the school year, profiles are developed to describe each child's strengths and weaknesses. The staff discuss the profiles with teachers and parents who, in turn, gain new understandings about their children and use the information to design experiences to aid in the children's further development.

Project Spectrum has been operating over the past 4 years in a lab school at Tufts University, in Medford, Massachusetts. It is now being moved to a public school in Somerville, Massachusetts, for use with an at-risk student population. Although the first results have been encouraging, according to Gardner, the staff is concerned that the adults in Somerville may seek an academically oriented program for young children, especially for those at risk, which could hamper implementation.

Gardner sees Project Spectrum as a transition from the early childhood years, which are, he said, a time of play, exploration, naivete, and intuitive insight, to the more academic agenda of school. He believes that intuitive understanding is a necessary foundation for notational knowledge. He called the pressures of assessment harmful to young children. Children should be assessed, he said, performing tasks with which they already have

some experience and which reflect the ways they learn rather than the expectations of society. He argued that all children should be exposed to enriched and diverse learning experiences that employ their multiple intelligences and working styles.

CLOSING SESSION: SHAPING FUTURE POLICY AGENDAS

Presenters: Ron Haskins, Ellen Galinsky

Moderator: Sydney Olson

Sydney Olson, Assistant Secretary for Human Development Services, U.S. Department of Health and Human Services, introduced the two speakers, commenting that public policy does not emerge from one individual or idea, but evolves from the private and public sectors and from many different political arenas.

Ron Haskins discussed four major factors that he said would influence social policy in the 101st Congress:

1. The steady increase in social spending between 1960 and 1981, when such spending rose, on average, 7 percent per year, for a cumulative total exceeding 300 percent. Social spending continued to increase during the Reagan presidency, although the rate of growth slowed dramatically.

2. The budget deficit. Haskins predicted that Congress will wrestle with ways to cut spending by $25 billion or will raise taxes.

3. A new, bipartisan agreement that existing social programs induce dependency in their recipients. He cited requirements of the new welfare reform act that mothers be in training or be employed in order to receive benefits as evidence of the new thinking.

4. The increased concern in Congress to help low-income citizens who work. One such nonwelfare strategy is the expanded earned income tax credit for low-income families. In 1990, 13.8 million poor families who have children and who work will receive $7.5 billion in direct cash benefits. This and other proposals for guaranteed annual income supplements, Haskins said, are the equivalent of children's allowances. He predicted that the new Congress will propose even further tax benefits for the working poor.

In conclusion, Haskins pointed out the issue of whether families can best be strengthened by being supported by bureaucracies, which make decisions for them, or by being provided with direct financial support with which they make their own choices, supported, as appropriate, by information and referral services.

Ellen Galinsky began by observing areas of disagreement and agreement at the conference. Four areas of disagreement were the adequacy of the supply of child care, the extent to which child care is affordable, the dichotomy between day care and education, and the effects of child care. She warned that research on the effects of child care must be accurately interpreted and carefully applied.

The conference also demonstrated, she said, a growing consensus that auspices do not determine quality, that children's total experiences--in care and at home--determine outcomes, and that high-quality care is critical to children's development. Galinsky discussed several components of quality: structural features, interpersonal relationships, parental involvement, and the philosophy of the learning environment. A major issue affecting quality, she emphasized, is the stability of child care arrangements. We do not yet know the effects of changing teachers, classrooms, and environments on children's development. Galinsky recommended legislation to ensure quality by mandating staff-to-child ratios; group size; health and safety standards; and teacher/caregiver training, salaries, and working conditions.

Galinsky noted a number of obstacles to improving child care:

1. "Adhering to an either/or mentality" that views solutions as coming from either the private sector or the Federal government;

2. Pitting support to child care providers against parental leave or flexible work schedules;

3. Assisting either the demand side (through tax credits) or the supply side (caregiver subsidies) but not both; or

4. Viewing Federal assistance as usurping parental choice.

She called for consideration of multiple solutions and strategies and encouraged communities to bring together local leaders to design ways to meet the needs of all young children.

Quality, she said, must be improved. We know what high-quality care is and how to provide it. It has been proved to be a cost-effective investment.

SUMMARY OF CONCURRENT SESSIONS

SECTION A
QUALITY VARIATIONS

QUALITY VARIATIONS WITHIN PROGRAMS

Presenters: Richard Clifford, Michael Lamb, Deborah Vandell

Three researchers presented the results of studies that illustrate variations in the quality of child care in the United States and Sweden. The first speaker stated that the quality of programs for young children in the United States varies significantly and is of major concern to educators and parents. Children under 1 year of age experience the worst situations in child care and, although situations may improve as children get older, more improvement is needed for children at all age levels.

Research identifies factors related to quality: staff-to-child ratios, group sizes, and caregiver qualifications. Speakers emphasized that high-quality child care, which includes comprehensive services, costs from $5,000 to $7,000 per year per child. A second level of care (providing fewer services) costs from $3,500 to $5,000. More commonly available child care averages about $3,000. If the public schools were to offer full-time child care, the per-child cost is projected to exceed $7,000.

A second speaker warned that conclusions about child care are being made on the basis of insufficient evidence. We continue to know little, for example, about the differences between families who choose out-of-home care and those who choose to care for their own children. Studies of child care conducted in Sweden show that children's development is related to the quality of care they receive both in the center and at home. Care in Sweden costs the government approximately $10,000 per year per child. Sweden's parental leave policies allow parents to stay home with infants for the first 16 months.

Several factors, such as the child's temperament and sociability, affect each child's adjustment to child care. Anecdotal evidence suggests that some children may be more suited to one form of care over another, but further research is warranted.

Research on the long-range effects of day care on children's development also was presented. These studies have shown that poor programs can impair children's social development and peer relationships. Although the elements that combine to make up high-quality care and the positive benefits of such care have

been identified, studies on the long-term effects of poor care, particularly long day arrangements, remain to be done. Panelists discussed the policy issues associated with the need for high-quality care, as well as parental leave, part-time and flextime work schedules, and other increased support for parents who work full-time.

Presenters also emphasized the importance of disseminating the research on high-quality care programs to legislators and policymakers, so that the long-term effects can be considered when policy is formulated.

INFANT/TODDLER CARE AND EDUCATION

Presenters: **Greta Fein, Jay Belsky, Carollee Howes, Emily Schrag**

The effects of out-of-home care on infants and toddlers are much debated. Presenters gave their views on the research and on the controversy, and debated the merits of the scientific review process and representation of research by the news media. Some panelists cautioned that the media have distorted research results.

Research on early childhood programs is limited, and findings that early education has positive effects on children come from research on high-quality programs that may not be applicable to typical marketplace care. One panelist suggested that developmental risks for infants may be caused not by infant care per se, but rather by the unexceptional quality of care that exists for most babies.

Understanding the effects of care on infants and toddlers is not easy. For example, researchers need to consider how the personalities of young children differ and how these differences in temperament can affect the children's adjustment to child care. Family circumstances also may be related to the quality of care chosen. According to one study, families with complex problems tend to enroll their children in lower-quality programs. In examining the effects of the growing trend toward day care for infants and toddlers, researchers therefore need to take into account such factors as the family situation, available choices, and children's individual differences.

High-quality programs that have been featured in longitudinal research offered comprehensive, individualized services to families and children. These services, a panelist commented, are difficult to provide and expensive. An expert group convened by the National Center for Clinical Infant Programs recommended that care be improved by education, professional recognition, training for caregivers, and by the development of standards, regulations, and monitoring procedures for day care programs.

Given the complexity of issues surrounding infant care, some panelists stressed both the need to take a cautious approach to infant day care and to encourage a range of policy options--job-protected parental leave, part-time employment, decent medical care, a child allowance or refundable tax credit, and consumer education--as well as better-quality care.

EARLY INTERVENTION WITH INFANTS

Presenters: **Eleanor Szanton, Serena Weider**

This session focused on factors that affect human development and ways to help infants who are developmentally "at risk." The session opened with some statistics relating to early intervention:

- Every year, 40,000 babies die in their first year of life.
- Some 9.5 million women of childbearing age have no health insurance.
- Only 25 percent of infants are immunized against polio.
- Only 1 to 2 percent of all children are born with disabilities; yet, by the time they are school age, 10 percent are developmentally disabled.

It was noted that the longer we delay in addressing children's problems the worse they become; as a nation, we are not dealing with children's developmental problems early enough.

A videotape presentation comparing infants who have developmental problems with normal infants dramatized infants' differing reactions to environmental stimuli. The videotape showed the different capabilities of infants to be calm and pay attention, and to cope with disruption or physical contact. Some principles of early intervention were described as follows:

- Creating opportunities for parents and babies to enjoy each other.
- Encouraging parents not to give up normal activities with their babies, even if the infants are unresponsive.
- Focusing on the emotional goals for each stage of development.
- Using emotional rewards to involve babies actively with their environment.
- Finding multiple ways to help infants organize their surroundings.

Good intervention programs, it was stated, are intensive and flexible, they consider the child in the context of the family, and they provide continuity of services. The closing remarks included a discussion of the Education for Handicapped Children Act and the Comprehensive Child Development Centers Act.

CURRICULUM

Presenters: **Jenni Klein, Sue Bredekamp, Margarita Perez; Rebecca Marcon, Larry Schweinhart, Anne Taylor**

Two concurrent sessions examined some issues associated with the appropriate curriculum for young children. Faced with pressures from parents for their children's academic success, many programs in both the public and private sectors are academically oriented and inappropriate for young children's development. Early childhood educators, a presenter stressed, are responsible for educating the public about the ways in which young children learn and the environments and experience best suited to their growth and development. Schools, which are traditionally associated with academic learning, must take care not to push the curriculum from the upper grades into programs for young children.

The National Association for the Education of Young Children has developed an important resource for the field, Developmentally Appropriate Practice in Early Childhood Programs. The two components of appropriate practice, which remain the same throughout the life span, are age appropriateness and individual appropriateness. This publication recommends that professionals in early childhood education teach parents, school personnel, and legislators about the importance of curriculum that is child-initiated and developmentally appropriate for young children--as well as relevant to children's backgrounds, respectful of cultural and ethnic diversity, and designed to meet children's individual needs. Although the term developmentally appropriate practice appears consistently in proposals and legislation, the nature and requirements of programs that adhere to those principles are not well understood. Research is needed to determine the differential effects that various curricula have on children's learning.

According to one presenter, the District of Columbia public schools provide prekindergarten programs in all elementary schools. The D.C. schools are studying the development of children enrolled in three different early childhood curriculum models: a child-initiated approach, an academically-directed model, and a mix of the first two approaches. Preliminary results showed that children in the child-initiated programs were doing better than those in the other two models, with children in the mixed model doing the least well.

Another presenter discussed the High/Scope Curriculum which was validated in the Perry Preschool Project, and its key strategies, which encourage children to plan activities and implement plans with the teacher. For example, work time may be

followed by recall time, in which children describe what they best remember. Research on the High/Scope Curriculum has shown that children who had participated in a program using the High/Scope Curriculum had lower rates of juvenile delinquency at age 15 than those who attended a teacher-directed curriculum program. A "training of trainers" model also was presented.

One presenter addressed specific strategies for enriching the curriculum through the use of television in the classroom. Television can broaden children's experiences, make visible objects that are hard to see, and introduce new concepts and challenges. Television can be an interactive experience, and teachers were encouraged to integrate television-based knowledge and experience into the classroom curriculum.

Another presenter discussed the effects of the physical environment on learning and behavior. The classroom may be seen as a three-dimensional textbook in which architectural design influences learning and behavior. A classroom that is designed to be a creative physical environment for young children becomes an active multisensory learning tool. This concept was illustrated by a slide presentation depicting spaces especially created for young children.

REGULATION AND QUALITY

Presenters: Gwen Morgan, Barbara Willer, Shirley Norris, George Sterne

In a session devoted to the relationship between regulation and quality, the presenters emphasized that regulations do not automatically ensure quality, and that high-quality programs must be affordable as well as of a high standard. The children who most need the kinds of protection that standards can provide, the panelists said, are the youngest children--infants and toddlers. Some States, for example, permit ratios of one adult to as many as eight infants. Such a ratio is unsafe for babies and does not give them the individual attention they need for optimal development.

Standards for child care programs may be categorized as licensing standards, accreditation standards, and professional standards, or the goals toward which the profession aims. Regulations address licensing standards, which provide a minimum floor of safety. Presenters emphasized that experts and policymakers disagree about the need for Federal standards. Even if a consensus existed, differences would remain as to what the standards should include. Across the States, the level of standards is very uneven and some types of programs in some States are exempt from licensing requirements.

Accreditation, unlike licensing or regulation, is a voluntary process that encourages the attainment of higher standards. The Child Welfare League, the National Association for the Education of Young Children, and three States currently have standards for the accreditation of early childhood programs. In addition, 10 States set standards for individuals who work in early education and care through career ladder opportunities or certification procedures.

Panelists emphasized the need for the public to be involved in the development of standards and described how States use a broad-based task force and public hearings in this process. Panelists also stressed that parents need to understand what constitutes high-quality care and what to look for in selecting care. If parents do not understand that licensing standards set only a minimum level of quality, one presenter said, the regulatory system will not help achieve high-quality programs.

The State of Kansas has had standards for child care since 1919. No exemptions are made for part-day or church-based programs, as is the practice in many States. Because of the long-standing regulatory system in the State, there is no dichotomy between early childhood education and early care. Licensing, a presenter stated, is quality control.

The American Public Health Association and the American Academy of Pediatrics are developing health and safety standards for young children in child care. Each standard includes a statement of rationale. The standards are scheduled to be field-tested and to be made available for public comment in the spring of 1989.

Presenters proposed two ways to improve the quality of child care:

1. By gaining a consensus among early childhood educators and the public about what constitutes safe standards; and

2. By moving toward consistent regulations for all programs.

STAFFING ISSUES

Presenters: Caro Pemberton, Caroline Zinsser, Roger Neugebauer; Donald Peters, Paula Jorde-Bloom, Susan Kontos; Robert Granger, Carol Phillips, Martha Honeycutt, Dollie Wolverton

Three concurrent sessions addressed the issue of staffing in early education and care. Presenters agreed that staffing problems--particularly the high turnover rate in child care, reported to be between 35 and 65 percent per year--require immediate attention. Causes of such turnover, they said, are low compensation, poor working conditions, low self-esteem, inadequate training opportunities, isolation, and classroom problems such as large group sizes and inappropriate adult-to-child ratios. Although there are no long-term studies of the effects of staff turnover on children's emotional development, research does support the need for continuity in care as children form their first significant attachments in life.

The National Child Care Staffing Study has collected data on staffing issues in five U.S. cities, and researchers are beginning to analyze the data. The profession ranks in the lowest 10 percent of all wage earners in the United States: the average caregiver salary is reported to be less than $5 per hour. According to the National Commission on Pay Equities, child care workers, given their qualifications, are the second most underpaid workers. Staff range from young, inexperienced adults to those with college degrees. The pay differential between early childhood teachers in the public schools and those in the child care workforce further demoralizes caregivers.

Speakers emphasized that good staff is central to high-quality care, but that if staff are more highly trained, the costs of care will rise. Not one but many policies will therefore be needed to effect change.

Another staffing issue is the need to increase the pool of caregivers, particularly minority caregivers, and to prepare workers better for the diversity of families and children they will encounter. Although we need systematic training for the entire child care workforce, those who work with the most vulnerable groups have a critical need for support, one presenter stated. Training is also needed for family day care workers. A study of family day care providers in the Midwest found that, while social supports were available to the caregivers, they needed better skills for working with young children.

Staff development opportunities, however, are limited. Directors of centers, who themselves are often untrained, must assume responsibility for staff training in the absence of other opportunities. Presenters described one successful college training model and reported that a goal of Head Start is to make sure that all lead teachers have credentials in early childhood education, with salaries and benefits comparable to those of public school teachers.

PUBLIC SCHOOLS AND YOUNG CHILDREN

Presenters: **Tom Schultz, Barbara Bowman, Joan Lombardi, Carolyn Cummings; Anne Mitchell, Michelle Seligson, Evelyn Moore, Gordon Ambach**

Two sessions addressed issues related to public schools and young children. The first session focused on a report recently released by the National Association of State Boards of Education (NASBE), and the second addressed the issue of public school involvement in early childhood education and care.

At the first session, panelists presented the results and recommendations of the NASBE task force on public school involvement in early childhood education (Right From the Start). The report focuses on improving existing services for young children and creating a better service delivery system for child care. Major recommendations include the creation of early childhood units in public schools to coordinate the development of programs for children ages 4 through 8. A second recommendation is that schools form partnerships with other agencies for the successful expansion of services. The NASBE task force expressed concern that current kindergarten and first grade practices do not reflect the way young children really learn best.

Presenters also spoke about the need to simplify and coordinate the system of delivering services to young children. Divisions at the State level between education and social service agencies, distinctions between "preschool" and "day care," the diversity of regulations, and transitions from one part-day program to another, were some of the factors mentioned as contributing to the present chaos. Because the nomenclature is confusing and funding streams complex, policymakers are in a quandary as to which agencies should be involved in delivering services. Schools could play a role, it was suggested, in encouraging collaboration and helping families understand what services are available.

In a second session on the role of the public schools, the first speaker offered two basic premises about early childhood education:

- Care and education are inseparable functions; and
- The diversity of our nation requires multiple delivery systems.

A 3-year study of early childhood programs in public schools conducted by Bank Street College of Education and Wellesley College was described. The study found that 26 States have early childhood programs in the schools, most of them operating through the State education agency. Most focus on 4-year-olds who have been identified as "at-risk" children. State appropriations provide from $250 million to $300 million for these programs. Other sources of support for public school education and child care programs also were described, as well as strengths and weaknesses of using schools as a part of the delivery system.

Over the past decade, school-age child care has emerged as an important issue. One of the presenters described public school programs of before- and after-school care. Fourteen States have legislation to encourage these programs. They also receive funding through the Dependent Care Block Grant and other Federal programs. In a survey conducted by the National Association of Elementary School Principals, 22 percent of the respondents stated that their schools currently provide such care. In the session, a presenter described barriers to implementing these programs, such as resistance from school boards and districts, hostility from unions, financing problems, uneven quality, market inequity, and lack of services for children with special needs and older children.

At the session, one panelist suggested that black children would not benefit adequately from early childhood programs if they were located in the public schools. In a publication called Safeguards, the Black Child Development Institute has described its concerns about inappropriate curriculum, inappropriate testing of young children, teachers' lack of qualifications, and the lack of parental involvement in their children's education. The publication suggests strategies for guarding against these problems.

The Chief State School Officers, in response to the increasing involvement of public schools in early childhood education, have recently adopted a position statement that articulates principles and strategies about early childhood programs. The recommendations focus on 4-year-olds, particularly on those at risk for school failure, and related family education programs. They point to the need for public-private partnerships. Most needed, the final presenter stated, is a governance structure that would encourage multiple providers, a funding mechanism, quality assurance, equity of access, and continuity of programs from one year to the next.

TESTING YOUNG CHILDREN

Presenters: Samuel Meisels, Judy Jefferson, Sheri Scher

The testing of young children is a topic of controversy as a result of recent mandates for the testing of kindergarten children. At issue are the use of the tests for placement and retention purposes and the appropriateness of some standardized tests being administered to young children.

The first presenter stated that early childhood specialists have set standards for testing young children. Tests must be reliable and valid, and used only for the purposes for which they were developed. Major decisions such as retention in grade or placement in remedial groups must be based on multiple sources of information, not on a single test score.

Panelists criticized the use of "high-stakes tests," defined as those that are directly linked to decisions regarding placement of children, the evaluation of teachers and administrators, and the allocation of resources to schools. Measurement-driven instruction narrows the curriculum, concentrates attention on those skills most amenable to testing, and constrains teachers' flexibility and professional judgment. Instead, it was argued, tests should be used to guide the curriculum and document children's progress.

In Georgia, the "high-stakes tests" are being revised. Presenters discussed the effects to date of the Georgia test for kindergarten children on teachers, children, and the curriculum. Presenters proposed alternative assessment strategies under which all kindergartners would be screened to identify children with learning disabilities who should undergo more intensive diagnosis. Panelists also recommended that teachers should make general assessments of children's abilities during the year, through structured observation and collection of children's work.

Presenters recommended that early childhood teachers inform principals, supervisors, parents, and legislators about the ways in which young children construct knowledge about the world, and about the incompatibility between academically and the natural processes of young children's development.

PROGRAM EVALUATION

Presenters: Jean Layzer, Ginger Eckroade, Robert McNamara

In this session, the opening speaker discussed the difficulties that evaluators of early childhood programs have in obtaining a uniform set of data, gaining the cooperation of program staff, setting up control groups, and finding appropriate instruments that can be used efficiently with large groups of children. In addition, evaluators must compete for time with a number of screening and assessment measures already being administered to children.

Despite these problems, evaluation remains an indispensable part of accountability. Taxpayers want to know that they are getting value from their tax dollars, and legislators want to know whether public funds are making a difference. In addition, the results of program evaluations can be used to improve the program, its services, and instructional methods.

Presenters reported on a longitudinal study of preschoolers in Philadelphia and an evaluation of the Maryland program for 4-year-olds in selected areas of the State. The results of the Philadelphia study show that children in parent cooperative nursery programs show the most consistent and significant cognitive gains; children in child care centers are the second highest performance group. In Maryland, the evaluation is based on the use of accreditation standards developed by the National Association for the Education of Young Children as well as State-developed criteria.

Presenters also discussed the costs of providing preschool programs in the public schools. One speaker said that the cost of teacher salaries in programs with high adult-to-child ratios made preschool education prohibitively expensive for a school district to provide.

SECTION B
PROVIDING CONTINUITY ACROSS DELIVERY SYSTEMS

CONTINUITY IN SERVICES FOR YOUNG CHILDREN

Presenters: Sharon Lynn Kagan, Patty Siegel, Harriett Egertson, Barbara Kamara

Panelists in this session described three different approaches to overcoming the discontinuities in pedagogy, services to parents, and program standards that result from fragmentation of the child care system: (1) resource and referral networks, (2) Statewide interagency councils, and (3) a citywide office of early childhood development.

The State of California provides funding for community-based private resource and referral services (R&Rs) to link families and providers. R&Rs collect information on the local supply of child care, share this information with parents who are searching for care, and work with many different agencies, including those in the private sector, to deal with child care needs. In some communities, R&Rs have provided training for caregivers; in others, they have recruited family day care providers.

Interagency councils, which include members from different State agencies, are a method for achieving Statewide collaboration. In Nebraska, the State Department of Education works with Head Start directors and representatives of other social service organizations to promote collaboration in the delivery of services to young children. When needs arise, such as for staff training, a Statewide group is well positioned to provide a solution. The presenter emphasized the importance of building informal as well as formal relationships, seizing opportunities as they arise and involving a variety of groups, including parents.

The final presenter described the District of Columbia Office of Early Childhood Development, which coordinates efforts across city agencies. The office develops legislative proposals, regulations, and policies; forecasts needs; and plans for new programs. It analyzes the legislative agenda in light of child care needs and attempts to educate the public in conjunction with its advocacy efforts.

Among the recommendations proposed by the panel were greater flexibility in designing local programs, greater comparability of regulations within each State, and the coordinated use of mixed delivery systems to serve the diverse needs of families.

PARENTAL INVOLVEMENT AND EDUCATION

Presenters: **Bernice Weissbourd, Patricia Seppanen, Brent McBride; Trellis Waxler, Jack Corrigan, Joseph Stevens, Douglas Powell**

Parenting, the first speaker stressed, goes through predictable stages of development. The staff who work in parent training programs, therefore, must be aware of where parents are in their development, and build programs around their needs. Such programs must demonstrate respect for parents' values and expertise, help parents develop self-esteem, and promote familial conditions that contribute to child development. Parents pass on their own self-image to their children. Parent involvement activities may help change parents' experiences, giving them a new view of their abilities. Such programs can help parents become more competent and confident in their child rearing roles.

Males are generally not prepared for fatherhood and, once they become parents, are not supported in this new role. Given the current shift toward viewing fathers as nurturing parents, there is some growing interest in developing parent training programs for men.

In a review of State policies, a presenter differentiated between the programs that are available to all families and those open only to groups with special needs. For the latter, partnerships among parent education programs, public schools, hospitals, and other institutions are essential to provide comprehensive services to disadvantaged families.

In a second session on parental education for disadvantaged families, presenters described the involvement of parents in Head Start and current research efforts on parenting. One panelist explained how parents' child rearing behaviors are influenced by both formal and informal (e.g., the extended family) support systems. Programs need to take into account the power of these group models. A third speaker offered guidance for effective practice, including the following principles: collaboration between staff and parents, matching of program content and methods with parent characteristics, a balanced focus on the needs of both parents and children, and opportunities for parents to examine their own beliefs and practices about child rearing.

FAMILY DAY CARE

Presenters: Kathy Modigliani, Patricia Cronin, Joseph Perreault, Cynthia Rowe

The session opened with an overview of the status of family day care nationwide. Approximately half of all children in out-of-home care are in family day care, yet family day care is seldom the focus of research or program funds. With proper supports, however, family day care can help solve the nation's child care crisis, the panel suggested.

One presenter described six benefits derived from providing services in private homes:

1. Parents are comfortable with the intimate home setting and may intentionally seek a "nonschool" environment for children who require care before and after school;

2. Communication between parents and providers occurs daily;

3. Children receive individualized attention;

4. Home care is more affordable than center care (although rates in some areas are beginning to approach center care rates);

5. Home care provides flexibility to adjust as parents' and children's needs change; and

6. Children benefit from the homelike, mixed-age environment, which most closely approximates the family setting.

Benefits that accrue to family day care providers are the double use of already-existing space, tax benefits for small-business operations, and the advantage of being able to care for their own children. (This last benefit is the primary reason many providers enter the business.) The major problems in family day care are high turnover rates among caregivers (approximately 35 percent per year), low wages, lack of available training, and lack of supports.

Many family day care "systems" function as networking structures for providers and consumers, not only providing support for caregivers, but also conducting intake sessions, handling enrollment, matching parents with providers, recruiting and screening providers, providing training and supervision, and

offering referral services to parents. Because they are community based, the systems have access to community resources for the benefit of families, especially those with special needs such as teen parents and abused and disabled children. Benefits to providers include social supports and the availability of training and direct supervision. In some areas, the system helps teen parents by providing child care while the teen parents continue their education. The costs of such programs are far below those of center-based care.

Child Care, Inc., in New York City is a community agency that sponsors networks of 20 or more family day care providers. Besides providing seed money, the network offers training, recruitment, and insurance information. Save the Children, Inc., also sponsors projects for family providers.

Home providers were described as individualistic, self-motivated, wary of supervision, and suffering from a lack of recognition from other early childhood professionals. These providers could benefit from cooperation with other early childhood professionals; assistance in meeting standards; access to resources and referral services; and formation of partnerships with private industries, corporations, and foundations. Partnerships with Head Start programs could expand the availability of family day care. In addition, there is interest in using public schools as satellite systems for family day care.

COMPREHENSIVE SERVICES FOR DISADVANTAGED CHILDREN

Presenters: Hector Sanchez, Peggy Pizzo, Janet Perry

The session opened with an overview of Federal programs for the poor and a discussion of poverty from a cultural perspective. The efforts of Head Start were praised, particularly for its commitment to parental involvement.

A speaker next discussed the nature of comprehensive services, with an emphasis on health services and the value of prevention and early identification of health problems. Many children, especially the "near poor" and "working poor," are not receiving the health services they need, including immunizations. Moreover, a number of poor children who have some type of disability may not be receiving services. Caregivers could serve as brokers between service providers and families if they had basic information about available resources and about the health needs of children and their families.

The State of South Carolina has developed a Statewide approach to delivering human services. An interagency council developed a 5-year agenda for early care and education, and funding was provided for compulsory kindergarten and programs for 4-year-olds with predictive readiness deficiencies. The funding level in 1988-89 is $10.4 million; 9,000 children are being served. The preschool program is located in public schools, and its teachers are paid on the same pay scale as other public school teachers; they report to the building principals. Implementation of the preschool program has required that elementary school principals become informed about early childhood education.

RANGE OF DELIVERY SYSTEMS FOR DISADVANTAGED CHILDREN

Presenters: Senaida Garcia, Linda Bowen, Clennie Murphy, Jr.

In this session, presenters described two local programs of care, one for migrant workers, a second for families in a urban housing project, as well as current and future plans for the Head Start program nationwide.

The Child Care Educational Program of Tulare County, California, provides 95 percent of the subsidized day care in the county. Funds come from Federal, State, and local sources. Comprehensive services include health and nutrition, preschool education, parental involvement, weekly home visits by the staff, and staff development. Most classrooms are bilingual and multicultural. Parents and staff jointly plan all activities. Parents participate on policy committees that screen and interview job applicants and serve as classroom volunteers. Program costs for comprehensive services are estimated at $4,000 per child per year.

The program at the Robert Taylor housing project in Chicago, referred to as the Beethoven Project, provides comprehensive services to its residents: home visits to expectant mothers, health and social services, and child care, including drop-in services and Head Start programs. A major challenge is to integrate the program components into one cohesive model. Success is being achieved through collaboration with other agencies, a multidisciplinary perspective, and the use of a paraprofessional advocacy staff. The paraprofessionals are community residents who share some of the problems of their clients. Continuing staff development helps them gain the trust of those they seek to help and prevents them from becoming overwhelmed by their clients' problems. The program uses existing community services.

The last speaker discussed plans to extend services of the Head Start Bureau to reach more eligible children and their families. Long-range goals of Head Start include the following:

- Preschool for every low-income child;
- Programs for 3-year-olds, as well as 4-year-olds;
- Improvement of staff credentials and salaries;
- Inclusion of trained social service workers to serve with each project;

- Mandated parental involvement; and

- Provision of a "wraparound program"--that is, all-day services, coordinated with State and local agencies.

The new $20 million Comprehensive Child Development Act will fund discretionary grants for intensive, integrated support services to young, low-income children and their families. This program is being administered by the Head Start Bureau.

TRANSITION TO PUBLIC SCHOOLS

Presenters: Elisa Klein, John Love, Willie Epps

The importance of providing a smooth transition for children as they leave early childhood programs and enter public school rests on the belief that continuity is essential for survival in new environments. Studies of children's socialization to school show that children construct their own knowledge about what "school" means, not differentiating between an early childhood program such as Head Start and a public school program such as kindergarten. Thus, educators must provide the continuity that will assure the child's continuous developmental progress.

Many children, especially poor children, may experience an abrupt transition from one early childhood setting to the next. Besides the differences in structural features such as room arrangement and class size, curricular differences are evident as well. Presenters emphasized the importance of helping children--and their families--adjust to the new environment while ensuring that the model of education is appropriate for the entering children. This two-way process prepares children and families for public schools and prepares the public schools for children and their families.

Interviews conducted with Head Start parents who had been actively involved with their children's early childhood programs demonstrate some of the problems. When their children enter the public schools, a place where many of the parents had experienced failure as children, the parents suddenly withdraw from school involvement, abandoning valuable skills they developed during the early childhood program. Their withdrawal affects the children, teachers, and themselves.

Recommendations to improve this situation, particularly with poor families, include the following:

- Teaching parents how to work with the public school administration and teaching staff;
- Examining public school curricula for young children ages 4 to 8 in terms of appropriate practices and compatibility with the preschool curriculum;
- Developing mechanisms by which preschool teachers can share individual children's progress with public school teachers; and

- Providing opportunities for public school teachers to learn about the preschool experience.

Successful transition also requires that public school teachers develop positive attitudes toward all children and their families, the presenters said.

SECTION C
POLICY OPTIONS

PARENTAL LEAVE

Presenters: Meryl Frank, Kathleen Christensen, Heidi Brennan

Although changes in the workforce have been well documented, few policy changes have been made to accommodate the needs of employed parents. A survey of new mothers conducted by the Yale University Bush Center, for example, found that many were suffering from fatigue and were not fully recovered from childbirth when they returned to work. It was recommended that mothers need 6 months of maternity leave to recover from pregnancy and childbirth and to establish a bond with their babies. Infants also need this crucial time to establish a stable relationship with their parents. Most mothers surveyed by the Bush Center would have been happy with 3 paid and 3 unpaid months of leave.

Surveys of parental leave in various settings have revealed that the Federal government has no uniform leave policy, some large corporations have unpaid leave policies for physical disability, and small- to medium-size businesses usually have informal policies. Yet two-thirds of other countries have paid maternity leave and have had such policies for many years. The cost of a national parental leave policy has been projected at approximately $2 billion.

Home-based work may be viewed as a form of parental leave, but one panelist's surveys of over 14,000 women during the past 5 years have revealed several myths about the at-home worker. While working at home can be an option for some parents, it is not a substitute for child care. Difficulties related to at-home work include the problems of simultaneously working and caring for a child, lower wages for comparable work, loss of benefits, isolation, lack of support, loss of credibility, and some negative effects on children. Improvements could be made if companies would continue benefits for at-home workers, bring employees back to the company for periodic training, and maintain the employee status of the worker. Companies that provide such benefits include J.C. Penney, Mountain Bell, and Pacific Bell.

Mothers who choose to stay at home to care for their children were another focus of this panel session. Results of surveys have shown that many of these mothers feel defensive about their choice, even though they represent almost half of all women with young children. In a survey sponsored by the organization Mothers at Home, respondents expressed resentment

about their negative stereotype and about pressures on employed mothers to return to work following the birth of a child. They expressed the wish to have more part-time and flextime options and 6 months to 1 year of paid parental leave after the birth of a baby. Survey respondents support mothers' decisions to return to work, but they do not want their taxpayer dollars to support those choices. They emphasized that unpaid leave does not help low-income mothers. Some feel the child care tax credit is discriminatory and should be eliminated for middle- and upper-middle income groups. When asked what types of child care women want, most preferred a relative to care for their children, and many would prefer to wait until the child is school-age before returning to work. Most parents surveyed did not want longer school days or school years, although some suggested a different configuration for the year, with two or three breaks throughout the year. Panelists concluded that supports are needed both for parents at home and for those in the workplace, and policies need to respect the diversity of parental choices and values.

TAX CREDITS

Presenters: David Blankenhorn, Mary Bourdette, Michael Schwartz

This session focused on tax credits as a form of government subsidy for child care and the extent to which tax credits give parents viable choices about child care. As proposed, Federal tax credits can range from $400 to $1,000 per child per year. Proponents believe that a credit can enable parents to choose the form of care they prefer for their children. Opponents argue that tax credits are insufficient either to purchase care or to enable a parent to stay at home. A third group believes that tax credits should be used along with other forms of Federal assistance.

Presenters reported that the earned income tax credit is an important incentive for parents to get off welfare. Currently, this tax credit is worth $6 billion per year; however, the program needs overhauling so that it correlates with family size.

The dependent tax credit, as a dollar-for-dollar offset against tax liability, also has some benefits and limitations. Because the credit is not refundable, it limits the level of assistance poor families can receive. In addition, only a portion of child care expenses can be claimed. Some opponents consider the credit discriminatory, because it provides no benefit for families who forego careers to raise their own children. According to one panelist, these initiatives should be assessed in terms of how well they meet the goals of improving the quality of care and providing choices to parents.

Each family has a responsibility to decide what form of child care is best for its children, stated one panelist, and public policy should make this choice as free as possible. The dependent care credit, however, punishes people who stay at home to rear their children and does not provide enough money for poor families who need it most.

The panelists suggested that in any consideration of tax credits and other policy options, two policy goals were important: improved quality of care for all children and increased availability of programs for children and options for parents. Until better policies are devised, children will continue to be left in unsafe environments. Tax credits can be one of many tools, the panelists felt, to help parents deal with the hard choices about child care.

EMPLOYER INVOLVEMENT IN CHILD CARE

Presenters: **Frederick Krebs, David Gleason, Kay Albrecht**

Although few employers offer onsite child care facilities, more than 60 percent of them have some employment policies that encourage the flexibility parents need to balance work and home responsibilities. Policies include flextime, job sharing, at-home work, flexible benefit plans, vouchers, and resource and referral services. In some areas, businesses are forming consortia to provide benefits to employees. Others provide direct financial support to centers to increase the number of child care slots.

In discussing employer involvement in child care, one panelist listed a number of hurdles employers face: determining how child care fits into the corporate scene; resolving liability issues; finding high-quality providers; paying the costs for good care; and providing equivalent benefits to employees without children who need care. The cost of child care varies greatly from one geographic area to another because it depends on costs of labor and real estate, but at-home work poses its own set of problems.

Some employer initiatives that were described involve collaborating with community agencies, funding after-school care programs, providing resource and referral information for new employees, and suggesting ideas to prevent child care personnel burnout.

WELFARE REFORM

Presenters: **Eve Brooks, Robert Greenstein, Helen Blank, Carol Hedges**

The Family Support Act of 1988 requires mothers with children age 3 or more to participate in education, work, or training programs. The States are charged with providing child care so welfare recipients can participate in these programs. The Act also provides a 1-year transition care benefit for mothers who work their way off welfare. These new provisions will create a demand for child care slots for poor children. If they are not phased in gradually, panelists warned, they will create a major crisis in care and relegate subsidized children to substandard care.

In describing the context of welfare reform, a presenter noted that 50 percent of women on AFDC are off the rolls within 2 years. One-sixth stay on for 8 or more consecutive years. This latter group includes a high proportion of young mothers who have deficits in education, skills, and work experience. As a result, they are expensive to train and are often screened out of employment training.

Welfare employment-type programs have differing effects on different populations. Those with the greatest number of multiple problems tend not to benefit from existing employment programs which are too shallow to meet their needs.

Under welfare reform, the States will be making decisions as to what types of programs to offer and which groups to target. A presenter expressed the hope that States would choose to change emphasis from programs that emphasize job search to more intensive programs that serve the neediest population. Unless States put in enough funds for child care, it was emphasized, the effectiveness of the welfare employment program could be undermined.

Several issues that are pivotal to the success of welfare reform were posed. These dealt with such needs as paying the market rate for child care, ensuring quality in programs that are exempt from State standards, informing welfare recipients about the opportunities for child care assistance available to them (perhaps through R&Rs), and finding ways to provide adequate compensation for subsidized children who may only be enrolled on a part-time basis. Each of these are issues to be resolved at the State level.

One presenter described the situation in New York State where most welfare children in out-of-home care are in nonregistered, home-based facilities. Given the shortage of quality care for this group, it was argued that States should begin with a voluntary system, similar to Massachusetts, while simultaneously developing child care slots and employment training programs that meet the needs of welfare recipients.

The panel encouraged conference participants to work with their States in implementing the new welfare reform legislation. In seeking to gain the cooperation of Governors and other State policymakers, one presenter argued, child care advocates should be willing to strike a balance between quality and quantity. Given the budget deficit, and the costs of high quality care, it was stressed, compromises will have to be made.

APPENDIX A: SHOWCASE SESSIONS

AFFTON-LINDBERGH EARLY CHILDHOOD EDUCATION: ST. LOUIS, MISSOURI
Presenters: **Sheila Sherman, Director**
Nancy Sterr, Assistant Director

Unlike any other program in the nation, Affton-Lindbergh Early Childhood Education is a cooperative effort between two adjoining school districts. This multi-faceted center serves over 1,000 families with children ranging from 1-12. The presentation described the elements which add up to the place that parents describe as "the best school in the country."

PARENTS AS TEACHERS: MISSOURI
Presenter: **Mildred Winter, Director, Parents as Teachers National Center**

Missouri's Parents as Teachers is a low-cost, highly effective home/school partnership designed to give children the best possible start in life by supporting parents in their role as the child's first teachers. This presentation focused on program operation, funding, evaluation, coalition building at the State and local levels, program adaptation for special populations, and replication under diverse sponsorship in other States.

SENATE EMPLOYEES' CHILD CARE CENTER: WASHINGTON, DC
Presenter: **Arlene Altman, Director, Senate Employees' Child Care Center**

The Senate Employees' Child Care Center is a work-site, parent-governed program which functions as a human development laboratory for children, parents, and staff. Drawing on the SECCC as a model, this workshop explored ways to provide parent education, reduce staff attrition, and build community relationships.

STAFF TRAINING--YOUNG COMPANY: COOLIDGE, ARIZONA
Presenter: **Ellen Orton Montanari, Manager, Child Development Associate Training Program**

Over the past decade, it has become increasingly difficult to hire competent, trained staff to work in our nation's child care centers. Early childhood programs must utilize innovative methods to secure training dollars. This presentation featured Young Company, an intergenerational child care center selected by the U.S. Congressional Caucus for Women's Issues as one of 20 programs nationwide to win their "Best on the Block" Award.
Young Company utilizes Federal funding to provide child development associate training for older adults who wish to work with young children.

MINNESOTA EARLY CHILDHOOD FAMILY EDUCATION
Presenter: **Lois Engstrom, Early Childhood Family Education Specialist, Minnesota Department of Education**

This session offered an overview of Minnesota Early Childhood Family Education, including program history, legislation, funding, staffing, outreach, "growing pains," and plans for the future. A videotape was shown depicting how high risk families are served. The program is offered for parents with children from birth to kindergarten.

PROGRAM ACCREDITATION: NATIONAL ACADEMY OF EARLY CHILDHOOD PROGRAMS, NATIONAL ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN
Presenter: **Sue Bredekamp, Director, National Academy of Early Childhood Programs**

The National Academy of Early Childhood Programs, a division of the National Association for the Education of Young Children, administers a national voluntary accreditation system for high-quality early childhood centers and schools. Its purpose is to improve the quality of care and education provided for young children and to recognize early childhood programs which function in accordance with the Academy's Criteria for High Quality Early Childhood Programs. This session provided a basic overview of the benefits of accreditation and a description of the process.

PUBLIC SCHOOLS AND EARLY EDUCATION: POMONA, CALIFORNIA
Presenter: **Bill Ewing, Administrator, Child Development Programs, Pomona Unified School District**

This presentation included an overview of the programs administered by this urban district in Los Angeles County. The programs feature a year round comprehensive child care system for children from infancy to age 14 that includes evening and weekend services and care for mildly ill children. The organization, management, financing, staff, and quality controls were discussed.

PARENT INVOLVEMENT: THE COMER MODEL - PRINCE GEORGE'S COUNTY, MD
Presenters: **Jan Stocklinski, Comer Process Supervisor**
Sharon Quarles, Principal, Barnaby Manor Elementary School
Maile Brim, Parent, Overlook Elementary School
Jean Miller-Colbert, Supervisor, Milliken II Schools, Prince George's County

Sixteen elementary schools in Prince George's County, Maryland feature the Milliken II Program, which offers additional staffing and enriched resources for students in schools with limited integration. This presentation described the school-based

management approach aimed at changing the working relationship between principals, staff, and parents. The program was developed by Dr. James P. Comer, Yale University.

THE BEETHOVEN PROJECT: CHICAGO, ILLINOIS
Presenters: Judy Langford Carter, Executive Director, The Ounce of Prevention Fund
Linda Bowen, Associate Director, Center for Successful Child Development

The Center for Successful Child Development (the Beethoven Project) is a comprehensive child development program housed in Chicago's Robert Taylor Homes and funded by a combination of Federal, State, and private funds. The center provides Head Start for 3 and 4-year-olds, primary health care for mothers and babies on site, a family drop-in center, and a variety of other services. This presentation described the special challenges of operating a large, comprehensive program which is located in a deteriorated public housing development, and the coordination efforts among agencies and funders.

INTERAGENCY COLLABORATION: MISSISSIPPI
Presenter: Valerie Campbell, Region IV RAP Coordinator

The Resource Access Project found that local agencies that provide services to young children really did not know each other. In order to have a smoother transition from one program to another, a closer working relationship needed to exist. This presentation gave an overview of a mechanism to lead local transition planners through the milestones of developing a written collaborative plan.

PARENT EDUCATION, BIRTH-AGE 5: FOX ELEMENTARY SCHOOL, COLUMBUS, GEORGIA
Presenter: Guy Sims, Principal, Fox Elementary School

This showcase described the parent education program for 100 parents that is currently being implemented at Fox Elementary School. Parent education sessions include direct involvement in the classroom, opportunities for observations, and instruction on parenting skills. Most parents in the program are single welfare mothers. The costs and benefits were also presented.

HEAD START NATIONWIDE
Presenter: Clennie H. Murphy, Jr., Deputy Associate Commissioner, ACYF, Head Start Bureau

This session focused on the goals and objectives of Head Start and how they are designed to help implement parenting skills and self-sufficiency for Head Start parents.

DEVELOPMENTAL ASSESSMENT AND PLANNING AND THE TRANSITION OF HEAD START CHILDREN TO ELEMENTARY SCHOOL

Presenters: John R. Bergan, Professor and Director, Arizona Center for Evaluation and Measurement
Jason K. Feld, Coordinator of Research, Arizona Center for Evaluation and Measurement
Allen N. Smith, Special Assistant, Associate Commissioner, Head Start Bureau

This presentation described the first year of a longitudinal study of the cognitive development of Head Start children. The study examines the effects of a developmental assessment and planning system on children's cognitive development, the contribution of early cognitive learning to later learning, and the mechanisms by which Head Start experiences affect later development.

EXPANSION OF EARLY CHILDHOOD PROGRAMS - MASSACHUSETTS

Presenter: Carole Thomson, Director, Bureau of Early Childhood Programs, Massachusetts Department of Education

This session presented an overview of the Public School Improvement Act of 1975 as it relates to early childhood education programs. Program standards, early childhood teaching certification, the work of the early childhood advisory council and interagency collaboration were discussed. Information about Massachusetts Head Start programs and the use of P.L. 99-457 funds to establish mainstreamed preschool programs was also presented.

APPENDIX B: PLENARY AND CONCURRENT SESSIONS

Opening Session

WELCOME AND CONFERENCE OVERVIEW
Linus D. Wright, Under Secretary of Education

THE IMPORTANCE OF THE EARLY YEARS
Michael N. Castle, Governor of Delaware

Luncheon Speakers

INTRODUCTION
Charles E.M. Kolb, Deputy Under Secretary of Education for Planning, Budget and Evaluation

CHILDREN AND PUBLIC POLICY
Presenters:
Robert Rector, Heritage Foundation
W. Norton Grubb, University of California, Berkeley

THEORY OF MULTIPLE INTELLIGENCES IN YOUNG CHILDREN
Presenter:
Howard Gardner, Harvard Project Zero

Plenary Sessions

THE LEGISLATIVE DEBATE
Presenters:
Judith Miller Jones (Moderator), National Health Policy Forum, The George Washington University
Carol Behrer, House Education and Labor Committee
Amanda Broun, Senate Committee on Labor and Human Relations
Steven Hofman, House Republican Research Committee
Michael Hoon, Staff, Senator Malcolm Wallop (R-Wyoming)
Damian Thorman, House Education and Labor Committee, Subcommittee on Human Resources

PROGRAMS FOR DISADVANTAGED CHILDREN: COSTS, BENEFITS, AND OUTCOMES
Presenters:
John Burkett (Moderator), Office of the Secretary, U.S. Department of Education
Alice Honig, Syracuse University
Craig Ramey, University of North Carolina
Larry Schweinhart, High/Scope Educational Research Foundation
Steven Barnett, Utah State University

Closing Session

INTRODUCTION
Sydney J. Olson, Assistant Secretary for Human Development Services,
U.S. Department of Health and Human Services

SHAPING FUTURE POLICY AGENDAS
Presenters:
Ellen Galinsky, President, National Association for the Education of Young Children
Ronald Haskins, House Ways and Means Committee

Concurrent Sessions: November 17

CONTINUITY IN SERVICES FOR YOUNG CHILDREN
Presenters:
Sharon Lynn Kagan, Yale University Bush Center
Patty Siegel, California Child Care Resource & Referral Network
Harriett A. Egertson, Nebraska State Department of Education
Barbara Kamara, DC Office of Early Childhood Development

PARENT INVOLVEMENT AND EDUCATION
Presenters:
Bernice Weissbourd, Family Focus, Inc.
Patricia S. Seppanen, Harvard Family Research Project
Brent McBride, University of Georgia

INFANT/TODDLER CHILD CARE AND EDUCATION
Presenters:
Greta Fein, University of Maryland
Jay Belsky, The Pennsylvania State University
Carollee Howes, University of California, Los Angeles
Emily Schrag, National Center for Clinical Infant Programs

THE CHILD CARE WORKFORCE
Presenters:
Caro Pemberton, Child Care Employee Project
Caroline Zinsser, Center for Public Advocacy Research

QUALITY VARIATIONS IN CHILD CARE AND EDUCATION
Presenters:
Richard Clifford, University of North Carolina, Chapel Hill
Deborah Vandell, University of Texas, Dallas
Michael Lamb, National Institute of Child Health and Development

PROGRAM EVALUATION
Presenters:
Jean Layzer, Abt Associates
Ginger Eckroade, Maryland State Department of Education
Thomas McNamara, School District of Philadelphia

TESTING YOUNG CHILDREN
Presenters:
Samuel Meisels, University of Michigan
Judy Jefferson, Gwinnett County Public Schools, Georgia
Sheri Scher, Frederick County Public Schools, Maryland

THE NASBE REPORT ON PUBLIC SCHOOLS AND EARLY CHILDHOOD EDUCATION
Presenters:
Tom Schultz, National Association of State Boards of Education
Barbara Bowman, Erikson Institute
Carolyn Cummings, Saginaw County Intermediate School District
Joan Lombardi, NASBE Task Force on Early Childhood Education

PARENTAL LEAVE
Presenters:
Meryl Frank, Yale University Bush Center
Kathleen Christensen, City University of New York
Heidi Brennan, Welcome Home, Inc.

TAX CREDITS
Presenters:
David Blankenhorn, Institute for American Values
Mary Bourdette, Children's Defense Fund
Michael Schwartz, Free Congress Foundation

STAFF TRAINING
Presenters:
Roger Neugebauer, Child Care Information Exchange
Donald Peters, University of Delaware
Paula Jorde-Bloom, National College of Education
Susan Kontos, Purdue University

EMPLOYER INVOLVEMENT
Presenters:
Kay Albrecht, Child Care Management Associates
David Gleason, Corporate Child Care
Frederick Krebs, U.S. Chamber of Commerce

FAMILY DAY CARE SYSTEMS
Presenters:
Kathy Modigliani, Bank Street College of Education
Patricia Cronin, Catholic Charities Center
Joseph Perreault, Save the Children, Southern States Office
Cynthia Rowe, Child Care, Inc.

REGULATION AND QUALITY
Presenters:
Barbara Willer, National Association for the Education of Young Children
Gwen Morgan, Work/Family Directions, Wheelock College
Shirley Norris, Kansas Department of Health and Environment
George Sterne, American Public Health Association

PUBLIC SCHOOLS AND EARLY CARE AND EDUCATION
Presenters:
Anne Mitchell, Bank Street College of Education
Michelle Seligson, Wellesley College
Evelyn Moore, Black Child Development Institute
Gordon Ambach, Council of Chief State School Officers

CURRICULUM
Presenters:
Jenni Klein, Consultant
Sue Bredekamp, National Association for the Education of Young Children
Margarita Perez, Sesame Street Children's Television Workshop

Concurrent Sessions: November 18

PARENT INVOLVEMENT
Presenters:
Trellis Waxler, ACYF, Head Start Bureau
Jack Corrigan, ACYF, Head Start Bureau
Joseph Stevens, Georgia State University
Douglas Powell, Purdue University

CURRICULUM
Presenters:
Rebecca Marcon, District of Columbia Public Schools
Larry Schweinhart, High/Scope Educational Research Foundation
Anne Taylor, University of New Mexico and School Zone Institute

STAFFING
Presenters:
Dollie Wolverton, ACYF, Head Start Bureau
Robert Granger, Bank Street College of Education
Carol B. Phillips, Council for Early Childhood Professional Recognition
Martha Honeycutt, Central Arizona College

RANGE OF DELIVERY SYSTEMS
Presenters:
Clennie H. Murphy, Jr., Deputy Associate Commissioner, ACYF, Head Start Bureau
Linda Bowen, Center for Successful Child Development
Senaida Garcia, Tulare County Child Care Education Program

COMPREHENSIVE SERVICES
Presenters:
Hector Sanchez, ACYF, Head Start Bureau
Janet Perry, South Carolina State Department of Education
Peggy Pizzo, National Center for Clinical Infant Programs

EARLY INTERVENTION WITH INFANTS
Presenters:
Eleanor Szanton, National Center for Clinical Infant Programs
Serena Wieder, Consultant

IMPACT OF WELFARE REFORM ON EARLY CARE AND EDUCATION
Presenters:
Helen Blank, Children's Defense Fund
Eve Brooks, New York Statewide Youth Advocacy
Robert Greenstein, Center on Budget and Policy Priorities
Carol Hedges, National Governors' Association

TRANSITIONS TO PUBLIC SCHOOL
Presenters:
Elisa Klein, University of Maryland
John Love, RMC Research Corporation
Willie Epps, Southern Illinois University

NATIONAL CONFERENCE ON EARLY CHILDHOOD ISSUES: POLICY OPTIONS IN SUPPORT OF CHILDREN AND FAMILIES

WASHINGTON, DC
NOVEMBER 17-18, 1988

THURSDAY, NOVEMBER 17, 1988

01_____Opening Session: The Honorable Lauro F. Cavazos, Secretary of Education

"The Importance of the early years"
The Honorable Michael N. Castle, Governor of Delaware.

Concurrent Sessions 10:15 am - 11:45 am

02_____(a) Continuity in Services for Young Children
03_____(b) Parent Involvement and Education
04_____(c) Infant/Toddler Child Care and Education
05_____(d) The Child Care Workforce
06_____(e) Quality Variations in Child Care and Education
07_____(f) Program Evaluation
08_____(g) Testing Young Children
09_____(h) The NASBE Report on Public Schools and Early Childhood Education

10_____Luncheon: "Children and Public Policy"
W. Norton Grubb, University of California, Berkeley
Robert Rector, Heritage Foundation

11_____Plenary Session: The Legislative Debate:

Concurrent Sessions 3:15 pm - 5:00 pm

12*____(i) Parental Leave (2-tapes)
13*____(j) Tax Credits (2-tapes)
14*____(k) Staff Training (2-tapes)
15*____(l) Employer Involvement (2-tapes)
16*____(m) Family Day Care Systems (2-tapes)
17*____(n) Regulation and Quality (2-tapes)
18*____(o) Public Schools and Early Care and Education (2tapes)
19*____(p) Curriculum (2-tapes)

Showcase Sessions 7:00 pm - 7:50 pm

20_____Affton-Lindbergh Early Childhood Education: St. Louis, MO.
21_____Parents as Teachers: Missouri
22_____Senate Employees` Child Care Center, Washington, D.C.
23_____Staff Training-Young Company: Coolidge, Arizona
24_____Minnesota Early Childhood Family Education
25_____Program Accreditation: National Academy of Early Childhood Programs, National Association for the Education of Young Children

FRIDAY, NOVEMBER 18, 1988

26_____Plenary Session: Programs for Disadvantaged Children: Costs, Benefits and Outcome - Alice Honig, Craig Ramey, Larry Schweinhart, Steven Barnett, and John Burkett

Concurrent Sessions 10:30 am - 12:00 pm

27_____(q) Parent Involvement
28_____(r) Curriculum
29_____(s) Staffing
30_____(t) Range of Delivery Systems
31_____(u) Comprehensive Services
32_____(v) Early Intervention with Infants
33_____(w) Impact of Welfare Reform on Early Care and Education
34_____(x) Transitions to Public School

35_____Luncheon: Theory of Multiple Intelligences in Young Children - Howard Gardner, Harvard Project Zero

Showcase Sessions 1:30 pm - 2:20 pm

36_____Public Schools and Early Education: Pomona, California
37_____Parent Involvement: The Comer Model Prince George`s County, Maryland
38_____The Beethoven Project: Chicago, Illinois
39_____Interagency Collaboration-Mississippi
40_____Parent Education Birth-Age 5: Fox Elementary School, Columbus, Georgia
41_____Head Start Nationwide
42_____Developmental Assessment and Planning and the Transition of Head Start Children to Elementary School
43_____Expansion of Early Childhood Programs-Massachusetts

44_____Closing Session: Shaping Future Policy Agendas: The Honorable Sydney J. Olson, Assistant Secretary for Human Development Services
Ellen Galinsky, President, NAEYC
Ronald Haskins, House Ways and Means Committee

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U.S. Department of Education

Elizabeth Farquhar, Project Manager
John Burkett, Advisor

Early Childhood Consultant

Patricia Kinney, Consultant

Walcoff & Associates, Inc.

Jeanne Feldman, Conference Manager